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## BRIEFING PAPER

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# Initial teacher training in England

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## Summary

This briefing provides information on initial teacher training (ITT) in England, focusing on the different ITT routes, the sources of financial support for trainees, and recent policy developments. A separate Library Briefing, [Teacher recruitment and retention in England](#), provides information on teacher supply and retention more generally.

Around 30,000 individuals enter ITT in England each year through a number of routes. Although they vary in other ways, the main distinctions between the different ITT routes are whether they are school-centred (for example, School Direct) or higher education led, and whether the trainee pays tuition fees or receives a salary. Alongside the routes currently available, a school-led postgraduate teaching apprenticeship is set to be launched from September 2018. All ITT courses include time spent teaching in at least two schools and lead to an award of qualified teacher status (QTS).

All trainees, regardless of route, are required to meet a number of minimum standards. They must, for example, hold GCSEs in English and Maths (and science for enrolment on primary ITT) at grade C / grade 4 or higher. In addition, since September 2013 trainees have had to sit and pass professional skills tests in literacy and numeracy before beginning their course. Prior to 2013, the passing of the tests was an exit requirement of training.

The system of financial support for teacher trainees is complex. Broadly, eligible undergraduate and postgraduate trainees on non-salaried routes can apply for funding under the standard undergraduate student support system. In addition, a range of bursaries and scholarships are available to some postgraduate trainees, depending on the subject they are training in and the class of their first degree. For 2018-19 the Government is also piloting early-career retention payments for maths teachers. Under the scheme, eligible individuals will receive early-career payments of £5,000 each (£7,500 in some areas) in their third and fifth year of teaching in addition to a £20,000 bursary during their training.

In addition, in October 2017 the Government announced that it would pilot a student loan reimbursement scheme for science and modern foreign languages teachers in the early years of their careers. To be eligible teachers must, among other things, have been awarded QTS between 2012-13 and 2018-19 and be employed in one of 25 participating local authorities.

Section two of the briefing provides more information on the different ITT routes and the entry requirements, with section three providing further detail on the sources of financial support. The briefing's final section provides brief information on policy developments in ITT since 2010, including:

- The 2014 [Carter Review of ITT](#) and the subsequent working group reports published in July 2016 on: [a framework of core content for ITT](#); [behaviour management content for ITT](#); and standards for school-based ITT mentors.
- Proposals in the 2015 Government's White Paper, [Educational Excellence Everywhere](#), published in March 2016.
- Plans for a "newly strengthened qualified teacher status", announced by the then Education Secretary, Justine Greening, in February 2017. A [consultation](#) on the plans was published in December 2017.

# 1. Introduction

## 1.1 Qualified Teacher Status

Teachers employed in local authority maintained schools in England are required to have Qualified Teacher Status (QTS), although certain exemptions apply in relation to some staff – for example, those employed as instructors.<sup>1</sup>

The same general requirement to hold QTS is not in place for mainstream free schools and academies, unless their funding agreement retains a clause requiring it. If an academy's funding agreement does require the employment of qualified teachers, the Department for Education (DfE) may agree to relax the requirement if the school requests it. Of the 457,000 FTE teachers recorded in state funded schools in England in November 2016, 24,000 (5%) were unqualified.<sup>2</sup>

Even in academies, special educational needs coordinators and designated teachers for looked after children must have QTS. All teachers in special academies must also hold QTS.

Further information on the current requirements is provided in section 6.5.6 of the DfE's [Governance Handbook](#) (January 2017).

### Awarding of QTS

The National College for Teaching and Leadership (NCTL) is responsible for the awarding of QTS, with the award currently usually made at the end of teacher training. Only initial teacher training (ITT) providers who have been accredited by the NCTL can recommend trainees for QTS.

A [consultation](#) launched by the Government in December 2017 proposes that from September 2019, QTS should be awarded following a two-year induction period as a new teacher rather than at the end of ITT. Further information is provided in section 4.5 below.

#### Box 1: Closure of the NCTL

In November 2017, the Department for Education announced that the NCTL will close from April 2018, with its teacher recruitment functions merged into the DfE. A new executive agency, the Teaching Regulation Agency, will take on the NCTL's functions relating to the regulation of the teaching profession.<sup>3</sup>

The [Teachers' Standards](#) define the minimum level of practice expected of trainees and teachers from the point of being awarded QTS. They are also used to assess trainees working towards QTS, with [DfE guidance](#) stating that ITT providers should assess trainees against the standards "in a way that is consistent with what could reasonably be expected of a trainee teacher prior to the award of QTS".<sup>4</sup>

<sup>1</sup> *Education (Specified Work) (England) Regulations 2012*, SI 2012/762, Schedule 2.

<sup>2</sup> Department for Education, [School workforce in England: November 2016](#), 20 July 2017, table 3a.

<sup>3</sup> National College for Teaching and Leadership, [TSM and initial teacher training allocations: 2018 to 2019](#), last updated 30 November 2017.

<sup>4</sup> Department for Education, [Teachers' Standards: Guidance for school leaders, school staff and governing bodies](#), July 2011, p6.

A [framework of core content for ITT](#), adopted by the DfE in July 2016 (see section 5.3 for further information), gives direction to ITT providers on what should be prioritised in order to ensure that their programmes enable trainees to meet the Teachers' Standards by the end of their ITT course. The framework is also intended to give trainees "a guide as to the level at which they should be expected to be meeting the standards at the end of their period of initial training."<sup>5</sup>

Ofsted is responsible for inspecting all providers of ITT programmes leading to QTS. Further information is available in Ofsted's [Initial teacher education inspection handbook](#).

### Box 2: Qualified teachers from overseas

Teachers who are fully qualified in the European Economic Area and also, since 2012, Australia, Canada, New Zealand and the United States can be awarded QTS in England with no requirement for further training. In the 2016-17 financial year (the latest available data), 4,690 QTS awards were made to qualified teachers from the EEA – a decrease of 2% on the previous year, but an increase of 132% compared to 2010-11. Around 1,700 QTS awards were made to teachers from Australia, Canada, New Zealand and the United States in 2016-17 – a 16% decrease on 2015-16 and a 1% increase compared to 2012-13.<sup>6</sup>

## 1.2 Allocation of ITT places

The DfE uses a statistical model – the Teacher Supply Model – to estimate the number of teacher trainees required in England in each subject and phase for one year in advance.<sup>7</sup> Using these estimates, the NCTL allocates training places to ITT providers and Schools Direct Lead Schools.

Changes have been made to the allocations process in recent years, involving the progressive removal of controls on recruitment for certain providers and subjects. For the 2018-19 academic year, ITT providers were invited to request training places "based on a realistic assessment of local need and minimum sustainability of their ITT programmes" The NCTL announced that fixed allocations would be given for undergraduate, Early Years, Teach First, postgraduate Physical Education and Primary School Direct (salaried) courses. Recruitment controls were lifted for all other postgraduate courses, meaning that ITT providers had automatic permission to recruit above the number of training places they initially requested, with no cap.

In addition, following on from a similar policy in the previous year, the top performing 25% of ITT providers were awarded multi-year allocations for postgraduate ITT places. These providers received a baseline guarantee of their allocations for three years, up to and including the 2020 to 2021 academic year.<sup>8</sup>

<sup>5</sup> [A framework of core content for initial teacher training \(ITT\)](#), July 2016.

<sup>6</sup> Department for Education, [Initial teacher training: trainee number census – 2017 to 2018](#), 30 November 2017, tables 8 & 8a.

<sup>7</sup> Department for Education, [Initial teacher training census for the academic year 2016 to 2017, England](#), 24 November 2016, pp3-4.

<sup>8</sup> NCTL, [The allocation of initial teacher training places Methodology for the 2017 to 2018 academic year](#), September 2016, pp3-4.



## 2. Teacher training routes

Over 30,000 individuals enter one of several ITT routes each year. Although they vary in other ways too, the main distinctions between the different ITT routes are whether they are ‘school-centred’ (for example, the School Direct programme and Teach First) or ‘higher education-centred’ (for example, a university-based PGCE course), and whether the trainee pays tuition fees or receives a salary. All courses include time spent teaching in at least two schools and lead to QTS. They can also all (except undergraduate) include a postgraduate qualification, usually a Postgraduate Certificate of Education (PGCE).

The Department for Education’s (DfE) [Get Into Teaching](#) website provides information on the different training routes. A summary of each is provided below.

### Box 3: Increasing focus on school-led provision

The policy of recent governments has been to move toward “an increasingly school-led ITT system.”<sup>9</sup> In line with this, the general trend has been for an increasing proportion of trainees entering school-led routes. 53% of the 27,000 entrants to postgraduate ITT in 2017-18 were on school-led routes. The proportion enrolling on postgraduate ITT courses at higher education institutions was 47%.<sup>10</sup>

It has been suggested by some that the increasing focus on school-led routes could bring into question the sustainability of some university-centred provision.<sup>11</sup> In response, the 2015 Government stated that “a school-led system does not mean a university-excluded system” and emphasised the collaboration between schools and universities in most School Direct courses.<sup>12</sup>

In a February 2016 report, [Training new teachers](#), the National Audit Office stated that the DfE and the NCTL “have increased the supply of school-led training while keeping universities in the market”. It added that the NCTL’s engagement with universities and schools had been successful, “with large numbers of new entrants to the market and few exits by university providers.” The report did note, however, that the NCTL had not assessed the risk of a mismatch between the supply and demand of training places in certain geographic areas when deciding how to grow the market.<sup>13</sup>

### 2.1 Higher education institution-led training

Universities and colleges offer teacher training courses for both graduates and undergraduates.

#### Undergraduate teacher training

There are three types of undergraduate degrees that lead to QTS, all of which generally last 3-4 years (full time):

- Bachelor of Education (Bed) degrees: most common for undergraduates hoping to become primary school teachers.
- Bachelor of Arts (BA) or Bachelor of Science (BSc) degrees: most common for individuals hoping to become secondary school teachers.

<sup>9</sup> Department for Education, [Educational Excellence Everywhere](#), March 2016, p28.

<sup>10</sup> Department for Education, [Initial teacher training: trainee number census – 2017 to 2018](#), November 2017, table 1a.

<sup>11</sup> For example, see Universities UK, [The impact of initial teacher training reforms on English higher education institutions](#), October 2014, p2; and [Teacher training changes will pit providers against each other](#), in Schools Week, 23 June 2015. [HL Deb 4 November 2015 c1634-5](#).

<sup>13</sup> National Audit Office, [Training new teachers](#), HC798, February 2016, p37.

There are also now a limited number of undergraduate degrees that allow the student to incorporate teacher training partway through the degree course, after an experience of classroom teaching. Successful students graduate with both a degree in their chosen subject and a recommendation for QTS. The length of the degree course is unaffected as the school placements are incorporated within the original course length. Degrees with QTS opt-in all focus on secondary school teaching and BA, BSc and Integrated Masters courses are available. A [list of universities offering these courses](#) is available on the Get Into Teaching website.

### Postgraduate teacher training

Postgraduate teacher training courses last one year (full-time) and lead to QTS and a postgraduate qualification, usually a [Post-Graduate Certificate in Education](#) (PGCE). As well as studying at the university or college, trainees also spend a minimum of 24 weeks in placement schools.

## 2.2 School-led routes

There are currently two main categories of school-led ITT routes for graduates in England: School Direct and School-Centred Initial Teacher Training (SCITT). A teaching apprenticeship is also set to be introduced from September 2018.

### School Direct

The School Direct programme accepted its first cohort of students in September 2012, and since then governments have encouraged a substantial increase in the number of places available.

School Direct courses are designed by schools in partnership with a university or a school-centred initial teacher training (SCITT) provider who certify successful trainees. Candidates are recruited as trainees by the School Direct Lead School. Courses generally last one year.

Two types of School Direct training places are available: School Direct (tuition fee) and School Direct (salaried). The latter of these replaced the earlier Graduate Teaching Programme, which was closed to new applicants in October 2012.

As the name suggests, trainees on the School Direct (tuition fee) route are required to pay tuition fees and are eligible for the standard student support package along with any bursaries and scholarships where available (see section four below).

Candidates for School Direct (salaried) are generally expected to have three or more years' work experience, which does not have to be in an educational setting. Schools can, however, decide to accept applications from individuals with less experience in order to attract candidates in hard to fill subjects.<sup>14</sup> Individuals are employed as an unqualified teacher and are paid a salary while they train, the level of which is dependent

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<sup>14</sup> [School Direct: guidance for lead schools](#), National College for Teaching and Leadership, last updated 9 July 2015.

on the school and the subject they teach.<sup>15</sup> They are not eligible for student support funding, bursaries or scholarships.

### School-centred initial teacher training (SCITT)

School-centred initial teacher training (SCITT) courses are designed and delivered by groups of schools that have been given government approval to run their own ITT. They are similar to the School Direct (tuition fee) route.

Students are usually based in one school from the consortium – the lead school – while completing teaching practices at others within the group. As with the School Direct (tuition fee) route, courses generally last for one academic year full-time and result in QTS. Many also award a PGCE from a university.<sup>16</sup>

#### Box 4: Assessment only route to QTS

Experienced teachers with a degree can achieve QTS without having to do any further training through the assessment only route. This is only available to unqualified teachers who have taught in at least two schools and have taken the professional skills tests (see section 2.5). To achieve QTS through the assessment only route, individuals are required to present evidence that they meet the QTS standards. Their teaching is assessed in a school by an accredited assessment only provider. Further information is available on the [Get Into Teaching website](#) and on the Gov.uk website at: [Assessment only route to QTS](#).

Concerns have been raised that the assessment only route may be being used as a shortcut to QTS, with some providers allowing teaching assistants without the necessary teaching experience to qualify as teachers.<sup>17</sup>

### Teacher apprenticeships

Following a commitment in the party's 2017 manifesto that a Conservative government would "ensure that teaching assistants can become qualified teachers...via a degree apprenticeship route", in October 2017 the Government announced that a postgraduate teaching apprenticeship would be launched in September 2018.<sup>18</sup>

The apprenticeship will be a school-led ITT route that will mirror the entry criteria and course content current required of all other teacher trainees. The apprenticeship will run in parallel with other ITT routes and all apprentices will be paid as unqualified teachers.<sup>19</sup>

[Guidance](#) published by the NCTL provides further information, including that:

- To be eligible, applicants must have a UK degree or a recognised equivalent qualification.

<sup>15</sup> School Direct partnerships are required to meet the full costs of training to qualified teacher status (QTS) and the trainee's salary as they are employed whilst undertaking their training. Grant funding is provided by the NCTL to School Direct lead schools to cover training costs and to subsidise the trainee salaries. For further information, see the NCTL's [School Direct \(salaried\) funding manual](#).

<sup>16</sup> [School-led teacher training](#), UCAS; and [SCITT](#), Get Into Teaching, last accessed 6 June 2017.

<sup>17</sup> [Teaching assistants allowed to gain QTS through assessment-only route](#), *Schools Week*, 4 November 2017.

<sup>18</sup> Conservative Party, [Forward, Together: The Conservative and Unionist Party Manifesto 2017](#), May 2017, p53.

<sup>19</sup> [New route into classroom for aspiring teachers](#), Department for Education, 19 October 2017.



- ITT providers and schools will decide the overall structure of the apprenticeship, but the apprentice must spend 20% of their time in off-the-job training.
- Apprentices will work towards attaining QTS, and will need to meet the [apprenticeship standard](#) and pass an [end-point-assessment](#) as required for all apprentices.
- Schools will employ apprentices, but only accredited ITT providers can deliver the off-the-job-training.
- Employers that pay the apprenticeship levy will be able to use up to £9,000 of funding from their apprenticeship service account to cover the cost of training and assessing the apprentice. Schools that do not pay the levy will receive Government funding to cover up to 90% of training costs.<sup>20</sup>

## 2.3 Part-time and accelerated training

Although the majority of trainees take ITT courses full-time, accelerated and part-time courses are also available.

A limited number of accelerated courses are available under both the School Direct (tuition fee) and SCITT routes, which allow for QTS to be achieved in two terms rather than a year. A [list of ITT providers offering accelerated courses](#) in maths and physics (and in one case also modern foreign languages, biology and chemistry) is available on the Get Into Teaching website.

Part-time courses are available under both university-led and school-led routes. Under the courses, training is spread over a longer period, usually two years. A list of providers offering secondary part-time courses, and information on how to find providers offering primary part-time courses is available on the Get Into Teaching website at: [Part-time courses](#).

## 2.4 Specialist training routes

### Teach First

Teach First is a charity that since 2002 has run a two-year Leadership Development Programme for individuals interested in an employment-based route into teaching. There were 1,300 entrants to the Teach First training route in 2017-18, 5% of the year's total number of postgraduate ITT entrants.<sup>21</sup>

Originally focused in London and secondary schools only, Teach First now recruits both primary and secondary trainees and operates in regions throughout England and Wales. In February 2017, it announced that it would be increasing the proportion of trainees teaching in the first six opportunity areas (Blackpool, Derby, Norwich, Oldham, Scarborough, and West Somerset).<sup>22</sup>

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<sup>20</sup> National College for Teaching and Leadership, [Postgraduate teaching apprenticeships: guidance for providers and schools](#), last updated 3 November 2017.

<sup>21</sup> Department for Education, [Initial teacher training: trainee number census – 2016 to 2017](#), November 2016.

<sup>22</sup> [Teach First plans 40% growth in social opportunity areas](#), *Schools Week*, 11 February 2017.

Under the Leadership Development Programme, trainees receive five weeks of training at a summer institute before teaching in a school in a low-income community for two years, first as an unqualified teacher and then as a NQT during the second year. Trainees are [paid a full-time salary](#) and gain a Postgraduate Diploma in Education (PGDE). They are also given the opportunity to work towards a Masters qualification after they have achieved QTS and the PGDE.

To be eligible for the Leadership Development Programme, candidates must have a 2:1 degree or higher and be willing to work in any of the Teach First regions. Further information is available on the Teach First website at: [Leadership Development Programme](#).

## Troops to Teachers

Shortly after the 2010 general election, the Coalition Government announced that it would develop a 'Troops to Teachers' programme to encourage more ex-service personnel to train as teachers.<sup>23</sup> A similar initiative, also called Troops to Teachers, has been running in the United States since 1984. The scheme is currently closed for new applicants, with future options for service leavers to train as teachers being considered.<sup>24</sup>

The programme was a two-year employment-based route open to service leavers who did not hold a first degree, which lead to the award of an honours degree with QTS. It operated England-wide and was delivered by the [University of Brighton](#) in partnership with schools and other universities.

During their training, individuals worked in a school for four days a week, with university training one day a week. They were not required to pay tuition fees and were paid a minimum salary of 80% (Monday to Thursday) of the unqualified teacher salary.

Further information is available on the Get Into Teaching website at: [Troops to Teachers](#).

### Box 5: Numbers of Troops to Teachers trainees

A response to a parliamentary question in November 2016 provided statistics on the number of trainees on the Troops to Teachers programme up to that point:

- Two cohorts of trainees had completed the Troops to Teachers programme by November 2016. In the first cohort (January 2014), 41 trainees began the programme and 29 qualified as teachers. In the second cohort (September 2014) 40 of 52 entrants qualified as teachers.
- Of the two uncomplete cohorts, 51 trainees entered the programme in September 2015 (cohort three) and 100 joined cohort four in September 2016.<sup>25</sup>

## Researchers in schools

Researchers in Schools (RIS) is an employment-based teacher training programme delivered by the charity, The Brilliant Club, for individuals who have completed or are finishing a PhD.

<sup>23</sup> Department for Education, [The Importance of Teaching – The Schools White Paper 2010](#), November 2010, Cm 7980, p22, para 2.15.

<sup>24</sup> [Troops to Teachers](#), Get Into Teaching, last accessed 8 January 2018.

<sup>25</sup> [PQ 52876](#), 22 November 2016; and [PQ 37618](#), 24 May 2016.

The programme runs over an initial two years, with trainees achieving QTS in their first year and completing their NQT year by the end of year two. In an optional third year, participants continue teaching and are eligible to undertake a leadership qualification.

As part of the programme, trainees have one day a week off timetable to work towards the RIS aims (to increase and disseminate subject expertise, to promote research, and to champion university access). This includes delivering Uni pathways – interventions aimed at supporting pupils from under-represented groups to successfully apply for university – and carrying out their own educational or academic research and maintaining their academic profile.

More information is available on the [Researchers in Schools website](#).

### **Maths and Physics Chairs programme**

The Government-supported Maths and Physics Chairs Programme is part of RIS and was launched in May 2014. The programme is similar to RIS but is targeted specifically at postdoctoral maths and physics trainees and the third year of the programme is compulsory rather than optional. In addition, the DfE funds a salary uplift of £13,000 on top of what other RIS trainees receive.<sup>26</sup>

More information is available on the Get Into Teaching website at: [Researchers in Schools: Maths and Physics Chairs programme](#).

### **Box 6: Newly Qualified Teachers Survey 2016**

Between May and July 2016, the NCTL surveyed a sample of NQTs who had successfully completed ITT in the 2014-15 academic year about the quality and effectiveness of their training. The [results of the survey](#) were published in November 2016. The findings included:

- The “great majority” of NQTs were satisfied with the ITT they received, with a “clear majority” on all routes giving positive ratings of the quality of their training.<sup>27</sup>
- There are “consistent differences by route”, with the following ranking from highest to lowest rated based on the survey’s quality metrics:
  - SCITT-led postgraduate
  - SCITT-led School Direct (fee)
  - HEI-led postgraduate/undergraduate
  - HEI-led School Direct (fee/salaried)
  - Teach First
- Interpreting results is difficult as different routes attract different types of candidate, meaning that “variations could reflect cohort differences as much as the quality of training.” In particular, Teach First is quite distinct and so comparisons with other routes “should be made with caution.”<sup>28</sup>
- The majority of NQTs felt prepared for most aspects of teaching, but less so for catering for pupils with specific needs – such as SEN or English as an Additional Language.<sup>29</sup>

<sup>26</sup> Researchers in Schools, [Researchers Brochure 2018](#).

<sup>27</sup> National College for Teaching and Leadership, [Newly Qualified Teachers: Annual Survey 2016](#), November 2016, pp9-11.

<sup>28</sup> As above, p28.

<sup>29</sup> As above, pp9-11.

## Future teaching scholars

Future Teaching Scholars is a six-year training route for maths and physics undergraduates with an interest in teaching; the first cohort of trainees entered the programme in September 2016.

During years one to three, participants complete their undergraduate degree and receive a £5,000 grant at the start of each year, in addition to early preparation for teaching. In year four, they undertake postgraduate employment-based teacher training and are paid a salary on the [unqualified teacher pay scale](#) and receive a £15,000 grant. For the final two years, participants are employed as a maths or physics teacher and are paid on the [qualified teacher pay scale](#).

Further information is available on the [Future Teaching Scholars website](#).

## 2.5 General entry requirements for ITT

Students entering ITT in England must meet a number of minimum standards. All students, regardless of training pathway, are required to hold GCSEs in English and Maths at grade C / grade 4 or higher, or be able to demonstrate they have reached an equivalent standard. Those enrolling on primary ITT courses are also required to hold GCSE science at grade C / grade 4 or above.

A degree is required to gain QTS and will generally (as the name suggests) be required for those enrolling on postgraduate courses. Individuals without a degree can train on university-led undergraduate ITT courses and graduate with QTS.<sup>30</sup>

Individual ITT providers may also set their own more stringent requirements for entry onto their programmes. The majority of providers will also require applicants to have some school experience. This can be arranged directly with a school or, alternatively, the NCTL runs a school experience programme (SEP). Further information is available on the Get Into Teaching website at: [Getting school experience](#).

### Box 7: Subject knowledge enhancement courses

ITT providers who feel that an applicant's subject knowledge is not sufficient may require them to take a subject knowledge enhancement (SKE) course. This could, for example, be the case if the applicant's degree wasn't in their chosen subject but it is closely related, or if they studied the subject at A level but not at university.

SKE courses are available in maths, physics, languages, biology, chemistry, computing, English, geography, and design and technology. They are provided by universities, schools, or third parties and range in length from 8-28 weeks. Courses are fully funded and bursaries of up to £200 per week may be available, which are paid by the training provider.

Applicants for ITT in modern foreign languages can complete two fully funded SKE courses in order to allow them to refresh their main teaching language and to study another language.

Further information is available on the Get Into Teaching website at: [Subject knowledge enhancement \(SKE\) courses](#).

<sup>30</sup> [Eligibility for teacher training](#), Get Into Teaching, last accessed 6 June 2017.

## Professionals Skills Test

Entrants to all ITT courses from September 2013 have been required to sit and pass professional skills tests in literacy and numeracy before beginning their course. Previously, trainees were able to complete these tests during the course of their studies. Trainees are able to make three attempts at the tests; if they are unsuccessful, they are then required to wait two years at which point they can make another three attempts. The first attempt at each test is free of charge. Further information is available on the Get Into Teaching website at: [Passing the professional skills tests](#).<sup>31</sup>

## 2.6 Cost effectiveness of ITT routes

In its 2016 report, [Training new teachers](#), the National Audit Office made a number of conclusions regarding ITT, many of which are discussed at the relevant point in the briefing. The report additionally stated that:

- The proportion of postgraduate entrants with at least an upper second class degree is increasing. Degree class is a reasonable indicator of subject knowledge but a less clear indicator of other aspects of teaching quality.
- The DfE does not have data to compare the quality or retention of NQTs trained through different routes.
- Potential applicants do not have good enough information to make informed choices about where to train and the “plethora of routes” is often seen as confusing.

Regarding the overall cost effectiveness of the DfE’s approach to ITT, the report concluded [emphasis in original]:

**The Department has insufficient information to ensure the cost-effectiveness of its approach.** There is little differentiation in price or quality between providers to enable consumer behaviour to shape the market. The Department has information about the short-term cost of training routes but does not yet have sufficient information about long-term costs and the extent to which each route, and increasing schools’ role in the process, has improved teaching standards [...].<sup>32</sup>

## IFS report

In July 2016, the Institute for Fiscal Studies published research into the longer-term costs and benefits of different ITT routes. The [report](#) found that ITT costs an average of £23,000 per trainee, taking into account costs to government and schools. In addition, a high drop-out rate of recently trained teachers means that over £38,000 is spent on training for every teacher still in post five years after completing training.

The report also looked at the costs, benefits and retention rates of each ITT route. The findings from the report included:

- The average cost of ITT across all routes except Teach First are similar, ranging from £17,000 to £23,500 per trainee. The

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<sup>31</sup> [Passing the professional skills tests](#), Get Into Teaching, 29 April 2016.

<sup>32</sup> National Audit Office, [Training new teachers](#), 10 Feb 2016, HC798, p12.



average cost of a secondary Teach First trainee is just over £38,000, £14,000 higher than any other route.<sup>33</sup>

- The proportion of teachers still working in a state school five years after their training varies by route. Around 60% of Teach First trainees have left teaching within five years.
- Higher costs and lower retention rates for Teach First mean that the cost per teacher in school five years after training is more than £60,000 for a Teach First recruit, compared with £25,000 to £44,000 for other routes. This may be justified by the fact that Teach First trainees are disproportionately likely to teach in disadvantaged schools and that Teach First may attract graduates who would otherwise not enter teaching. The additional cost needs to be weighed against the possible benefits.
- The introduction of training bursaries represent a significant cost but evidence on their effectiveness in terms of recruiting and retaining high-quality teachers is “urgently needed.”
- Most schools believe the benefits of involvement with ITT are greater than the costs for their school.<sup>34</sup>

### Box 8: Education Committee report

In February 2017, the Education Committee published a [report on the recruitment and retention of teachers](#). The report mainly focused on broader issues of teacher supply, but concerning ITT it stated that the “number of different routes into teaching are not always well understood by applicants and can be confusing”. It added that “the absence of a central application system for school-led ITT leads to inefficient application systems and does little to address regional shortages”.<sup>35</sup>

In its response, the 2015 Government recognised “that there is more to do to help candidates navigate the options available to them” and set out the work it was doing to “improve the support available and to simplify the teacher training application process.” It also noted the large number of school-based training providers in the ITT marketplace and encouraged them to work collaboratively at a regional level to “provide candidates with a more coherent view of the market.”<sup>36</sup>

<sup>33</sup> The analysis does not include an assessment of any of the specialist training routes detailed in section 3.4 above, apart from Teach First.

<sup>34</sup> Institute for Fiscal Studies, [The longer-term costs and benefits of different initial teacher training routes](#), July 2016.

<sup>35</sup> Education Committee, [Recruitment and retention of teachers](#), February 2017, HC 199, pp9-10.

<sup>36</sup> Education Committee, [Recruitment and retention of teachers: Government Response to the Committee's Fifth Report](#), May 2017, HC 638, pp4-5.

### 3. Financial support for trainee teachers

The system of financial support for teacher trainees in England is complex. Individuals considering applying for ITT may like to contact a Get Into Teaching adviser (0800 389 2500 or [online chat service](#)), their higher education institution, or Student Finance England for advice on the funding that could be available.

#### 3.1 Undergraduate trainees

For undergraduate ITT students, the financial arrangements are the same as for other students undertaking a first degree course – that is, eligible students can apply for student loans to cover fees and maintenance costs, and may, depending on their circumstances, be eligible for additional support – for example, help towards childcare costs. A [guide published by Student Finance England](#) provides further information on the support available for students who started full-time courses in 2017-18.

Undergraduate students may also be eligible for bursaries or other support offered by their institution. They should contact the institution they are studying at, or considering applying to, for further information.

#### 3.2 Postgraduate trainees

For postgraduate trainees, the amount and type of support depends on personal eligibility and financial circumstances, prior qualifications, type of course (particularly, subject specialism) and mode of study.

The information below relates to trainees on unsalaried postgraduate ITT routes (for example, university-led postgraduate, School Direct (tuition fee) and SCITT). Those enrolled on training routes that include a salary (for example, School Direct (Salaried), Researchers in Schools and Teach First), are not eligible for bursaries or other student support.

#### Mainstream student support

Individuals on non-salaried postgraduate ITT courses may be eligible for tuition fee and maintenance loans from Student Finance England under the standard undergraduate student support system (see above). Trainees who are eligible for undergraduate support are not also able to receive a [postgraduate masters loan](#).<sup>37</sup> Further information is available on the Get Into Teaching website at: [Postgraduate tuition fee and maintenance loans](#).

#### Bursaries and scholarships

Postgraduate trainees may also qualify for a training bursary – an incentive payment designed to attract highly-qualified trainees – in addition to mainstream student support. The bursaries available depend on the trainee's subject and the class of their undergraduate degree.

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<sup>37</sup> [Postgraduate Loan](#), Student Finance England, last accessed 10 January 2018.

Trainees do not need to apply for a bursary, if they meet the eligibility criteria payments will start when they begin their course.

In October 2017, the Government announced that for 2018-19 it would pilot early-career payments for trainees in mathematics. In addition to a £20,000 bursary during their training, eligible individuals will receive early-career payments of £5,000 each in their third and fifth year of teaching. The early-career payments are increased to £7,500 for teachers in the most challenging schools in specific areas.<sup>38</sup>

There are also a number of specialist competitive scholarships available to recruits in certain shortage subjects. Scholarships are jointly awarded by the Government and professional bodies, and selection is through an additional application and assessment process. Each scholarship also comes with a package of non-financial benefits, such as early career support and membership of the appropriate professional body.<sup>39</sup>

### Box 9: Effectiveness of bursaries

There has been some debate about the effectiveness of bursaries in attracting teachers to enter the workforce.

In its February 2016 report, [Training new teachers](#), the National Audit Office stated that the DfE had evidence of a link between bursaries and the number of ITT applications, but that this did not extend to the impact of bursaries on the number of trainees who go on to qualify and teach.<sup>40</sup>

In its [subsequent report](#), the Public Accounts Committee stated that it had not been persuaded that bursaries were delivering value for money and recommended that the Government should “evaluate properly, as a matter of urgency..., whether bursaries...lead to more, better quality teachers in classrooms, including whether the money could be more effectively spent in other ways, such as on retention measures.”<sup>41</sup> As noted in section 2.6 above, this call for more evidence on the effectiveness of bursaries was echoed by the Institute for Fiscal Studies in its [2016 report on the costs and benefits of ITT routes](#).<sup>42</sup>

More recently, in its April 2017 report, [Whither Teacher Education and Training?](#), the Higher Education Policy Institute questioned the use of bursaries as an effective way of boosting recruitment and noted a suspicion that some trainees may be attracted by the bursary but do not intend to teach or stay in the profession for more than a couple of years. The report recommended the replacement of bursaries with a system of ‘forgivable fees’. Such a policy would, it said, “reward teaching and retention in the profession, not training” and would mean that teachers could be free of tuition fee debt by the age of 30.<sup>43</sup>

A table on the Get Into Teaching Website provides an overview of bursary and scholarship levels for the 2018-19 academic year. The level of bursary ranges from £26,000 for physics trainees with a 1st class degree or PhD, to £4,000 for history trainees with a 2:1 or Master’s degree. Scholarships of £28,000 are available in physics, chemistry, languages, computing, and geography. Scholarships of £22,000 are available in maths in addition to the early-career payments outlined above.

<sup>38</sup> [New education and skills measures announced](#), Department for Education, 1 October 2017.

<sup>39</sup> [Bursaries and funding](#), Get Into Teaching, last accessed 7 June 2017.

<sup>40</sup> National Audit Office, [Training New Teachers](#), 10 February 2016, HC 798, p11.

<sup>41</sup> Public Accounts Committee, [Training new teachers](#), 10 June 2016, HC 73, pp7-8.

<sup>42</sup> Institute for Fiscal Studies, [The longer-term costs and benefits of different initial teacher training routes](#), July 2016.

<sup>43</sup> Higher Education Policy Institute, [Whither Teacher Education and Training?](#), April 2017, p43.

### 3.3 Student loan forgiveness

The [Conservative Party manifesto for the 2017 election](#) stated that a Conservative government would continue to offer teacher training bursaries in order “to attract top graduates into teaching,” but would also “offer forgiveness on student loan repayments while they are teaching” to help teachers remain in the profession.<sup>44</sup>

On 1 October 2017, the Government announced that it would pilot a student loan reimbursement programme for science and modern foreign language teachers in the early years of their careers. The announcement said that a typical teacher in their fifth year of work would benefit by around £540 through reimbursement.<sup>45</sup>

[Guidance](#) on the student loan reimbursement pilot scheme was published on 24 October 2017. Eligible teachers who were awarded QTS between 2012-13 and 2018-19 may apply for reimbursements for the 10 academic years after they were awarded QTS. To be eligible, teachers must, among other things:

- Be employed in a maintained secondary school, a secondary academy or free school, or a maintained or non-maintained special school.
- Be employed at a school in one of 25 participating local authorities.
- Be teaching an eligible subject: languages, physics, chemistry, biology, and computer science.

The application round will open in September 2019.<sup>46</sup>

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<sup>44</sup> Conservative Party, [Forward, Together: The Conservative and Unionist Party Manifesto 2017](#), May 2017, p51.

<sup>45</sup> [New education and skills measures announced](#), Department for Education, 1 October 2017.

<sup>46</sup> National College for Teaching and Leadership, [Teachers' student loan reimbursement: guidance for teachers and schools](#), 24 October 2017.

## 4. Policy developments in ITT

This section provides a very brief overview of ITT policy under the Coalition Government, before focusing on developments since the Cater Review of ITT in May 2014. A short overview of ITT policy before 2010 is provided in the Higher Education Policy Institute's April 2017 report, [Whither teacher training?](#) (pages 5-12).

### 4.1 The Coalition Government

Following from the 2010 White Paper, *The Importance of Teaching*, and subsequent consultations and implementation plans, the Coalition Government made significant reforms to ITT.<sup>47</sup> The key changes included:

- A significant expansion of the Teach First programme.
- Launch of the School Direct programme and the increased prioritisation of ITT funding on providers that are successful at involving schools in training programmes.
- The launch of the Troops to Teachers programme for ex- service personnel.
- Ongoing reform of Ofsted's inspection framework for ITT providers.
- Making successful completion of the professional skills tests a prerequisite for *beginning* an ITT course.
- More targeting of financial support (including bursaries and scholarships on trainees in particular subject areas, and on those with higher class first degrees.

### 4.2 Carter Review of ITT

On 1 May 2014, the then Secretary of State for Education, Michael Gove, appointed Sir Andrew Carter to chair an independent review of ITT courses. The purpose of the review was to:

- define effective ITT practice;
- assess the extent to which the current system delivers effective ITT;
- recommend where and how improvements could be made; and
- recommend ways to improve choice in the system by improving the transparency of course content and methods.<sup>48</sup>

The [review's report](#), which was published on 19 January 2015, concluded that the ITT system generally performs well and that it is difficult to draw conclusions about whether one training route is better

<sup>47</sup> Department for Education, [The Importance of Teaching. The Schools White Paper](#), November 2010, Cm 7980; Department for Education, [Training our next generation of outstanding teachers. An improvement strategy for discussion](#), June 2011; and Department for Education, [Training our next generation of outstanding teachers. An implementation plan](#), November 2011

<sup>48</sup> Department for Education, [Carter Review of Initial Teacher Training \(England\): Call for Evidence](#), 20 August 2014, para 2.1.



than another. The report also made a number of conclusions and recommendations for improvement in particular areas. These included:

- There is considerable variability in ITT course content and potentially significant gaps in a range of courses. There may be a case for a better shared understanding of what the essential elements of good ITT content look like. The DfE should commission a sector body to develop a framework of core content for ITT.
- Of all areas of ITT content, the most significant improvements are needed for training in assessment. A central repository of resources and guidance on assessment should be developed.
- There is some reluctance towards practical approaches to training in behaviour management. Behaviour management should be prioritised within ITT programmes and it is vital that trainees receive practical advice and strategies.
- Mentoring across England is not as good as it should be. The DfE should commission a sector body to develop some national standards for mentors.
- Providers and trainees have expressed frustration about the [professional skills tests](#), arguing that they can lead to otherwise good candidates being lost from ITT. The DfE should review the effectiveness of the skills tests in selecting high quality trainees.
- The current information about routes into teaching is confusing. The NCTL's Get into Teaching website should be developed and expanded to signpost information that applicants should consider when making choices about ITT courses.<sup>49</sup>

### Coalition Government's response

In its [response to the Carter Review](#), the Coalition Government stated that it would, among other things:

- commission an independent working group made up of expert representatives from the sector to develop a core ITT framework;<sup>50</sup>
- commission the Teaching Schools Council to develop a set of national standards for mentors;<sup>51</sup> and
- develop a page on the Get into Teaching website which will signpost relevant information for applicants to consider.<sup>52</sup>

On 24 March 2015, the DfE announced that Stephen Munday, Chief Executive of Comberton Academy Trust, had been appointed to chair the working group on developing a core ITT framework.<sup>53</sup> The announcement also stated that the Teaching Schools Council had been commissioned "to develop a new set of aspirational standards for school-based ITT mentors".<sup>54</sup>

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<sup>49</sup> Sir Andrew Carter OBE, [Carter Review of Initial Teacher Training \(ITT\)](#), January 2015, pp5-15.

<sup>50</sup> Department for Education, [Government response to the Carter review of initial teacher training \(ITT\)](#), January 2015, p3.

<sup>51</sup> As above, p6.

<sup>52</sup> As above, p7.

<sup>53</sup> [Carter Review recommendations get underway](#), Department for Education, 24 March 2015.

<sup>54</sup> [New experts appointed to help improve initial teacher training](#), Department for Education, 24 September 2015.

In June 2015, it was additionally announced that the Education Secretary, Justine Greening, was appointing behaviour expert, Tom Bennett, to lead a new group to develop better training for new teachers on how to tackle low-level classroom disruption.<sup>55</sup>

### 4.3 Reports of working groups on ITT

The reports of the three groups – on ITT core content, behaviour, and standards for mentors – were published in July 2016 along with a response from the 2015 Government.

#### Framework of core content for ITT

The report of the working group led by Stephen Munday set out a framework of core content for ITT (included as an appendix to the report) and recommended that it should be adopted by the DfE and used as one of the measures of quality when allocating ITT places to providers.

The framework gives direction to ITT providers on what should be prioritised in order to ensure that their programmes “enable trainees to meet the Teachers’ Standards in full at the level appropriate to the end of a period of initial teacher training.” It should not, the report emphasised, prevent providers from innovating and tailoring their programmes to trainees. Nor should it be seen as “an exhaustive curriculum for ITT.”

As well as giving direction to ITT providers, the framework is intended to give trainees “a guide as to the level at which they should be expected to be meeting the standards at the end of their period of initial training.”<sup>56</sup>

The working group’s report additionally recommended that:

- Ofsted should have regard to the framework as part of its inspections of initial teacher education.
- The DfE should consider “how there could be clarification over the expectations and entitlement to effective continuing professional development for all new teachers in the early years of their career.”

The 2015 Government accepted the recommendation to adopt the framework of core content, which it stated meant that “ITT providers will need to ensure that their programmes align with the new framework, and are able to demonstrate this when submitting their requests for ITT places.”<sup>57</sup> It added that the DfE expected to use the framework as part of the quality criteria for ITT allocations from the 2018-19 training year.

The then Government also accepted the recommendation concerning continuing professional development and highlighted the publication of a standard for teachers’ professional development, its proposals to

<sup>55</sup> [New reforms to raise standards and improve behaviour](#), Department for Education, 16 June 2015.

<sup>56</sup> [A framework of core content for initial teacher training \(ITT\)](#), July 2016, pp

<sup>57</sup> [Government response letter](#), 12 July 2016.

reform QTS, and the establishment of the College of Teaching (see below).

### Behaviour management content for ITT

The report of the working group chaired by Tom Bennett set out a number of recommendations aimed at providing “a broad and practical introduction to the understanding and craft of behaviour management.” It stated that the recommendations were “a minimum requirement for ITT providers” and should be made mandatory.<sup>58</sup>

In response, the 2015 Government endorsed the recommended approaches and methods and stated that it strongly expected ITT providers to “take account” of them. It stated, however, that it did not wish to make the recommendations mandatory:

While we endorse the approaches and methods outlined in the behaviour management report and strongly expect ITT providers to take account of these recommendations, the Government does not wish to make them mandatory. The behaviour management content developed by this group is, of course, an integral part of the framework of core content for ITT. It should be noted that, given our intention to use the new framework of content as one of the quality criteria that will be used to determine future allocation of training places, providers will need to demonstrate that their programmes conform to the behaviour management content that is included in the wider framework. We recognise that there is rarely one standard delivery method that will work in every classroom, and it would be wrong for Government to try to impose a “one size fits all” approach to behaviour management. Rather, all ITT providers should consider what is being suggested in the report and decide how the approaches outlined can best be incorporated into their programmes.<sup>59</sup>

### National standards for school-based ITT mentors

The report of the Teaching Schools Council outlined a set of non-statutory standards (pages 11-12) which it recommended should be adopted by ITT providers and used by them to “inform the selection, training, and resourcing of mentors.” The report additionally recommended that:

- Ofsted should have regard to the standards in their inspections of ITT providers.
- In light of the proposals in the *Educational Excellence Everywhere* White Paper, the role of mentor should extend beyond initial training to teacher accreditation and early career.<sup>60</sup>

The then Government welcomed the new standards and encouraged ITT providers to adopt them and “give the mentoring role the status and recognition it deserves.” It also noted the recommendation concerning Ofsted inspections.<sup>61</sup>

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<sup>58</sup> Tom Bennett, [Developing behaviour management content for initial teacher training \(ITT\)](#), July 2016, pp4-8.

<sup>59</sup> [Government response letter](#), 12 July 2016.

<sup>60</sup> [National Standards for school-based initial teacher training \(ITT\) mentors](#), July 2016, pp5-6.

<sup>61</sup> [Government response letter](#), 12 July 2016.

## 4.4 March 2016 White Paper proposals on ITT

The 2015 Government's White Paper, [Educational Excellence Everywhere](#), published in March 2016, included a number of proposed reforms to ITT alongside the subsequently dropped proposal to convert all remaining maintained schools to academy status by 2022.<sup>62</sup>

The proposals relating to ITT included:

- Continuing the move toward “an increasingly school-led ITT system” while also strengthening university-led training.<sup>63</sup>
- Accrediting new school-led ITT providers, and a major expansion of SCITT-led training with a focus on shortage subjects and areas where recruitment was most difficult.
- The introduction of new quality criteria for ITT providers to inform the allocation of training places and to give “greater certainty to the best providers – both school-led and HEI – by giving them allocations over several years”.<sup>64</sup>
- Withholding future allocations from providers who cannot meet the new quality criteria.
- Reforming the content of ITT to include a greater focus on subject knowledge, behaviour management, evidence-based practice and adapting the needs of pupils from different groups.
- Finalising the new framework for ITT core content being developed by the independent working group.
- Support for the best universities to establish ‘centres of excellence’ in ITT.

The White Paper additionally proposed the replacement of QTS with “a stronger, more challenging accreditation based on a teacher’s effectiveness in the classroom, as judged by great schools”.<sup>65</sup> The Government stated that this would “raise the bar” and bring teaching into line with other professions such as law and chartered accountancy, which require trainees to undertake a relatively long phase of work experience.<sup>66</sup> The White Paper said that detailed proposals on the replacement of QTS would be published shortly.

The White Paper also proposed measures to improve continuing professional development for teachers through:

- Better support for schools to improve the quality and availability of CPD.
- Examining the feasibility of incentivising teaching schools to publish their materials on an open-source basis.
- Introducing a new Standard for Teachers’ Professional Development. The [new standard](#) was published in July 2016.

## 4.5 A strengthened QTS by 2019

In a speech at the Chartered College of Teaching conference in February 2017, the Secretary of State, Justine Greening, announced that QTS

<sup>62</sup> HM Government, [Educational Excellence Everywhere](#), 17 March 2016.

<sup>63</sup> As above, p28.

<sup>64</sup> As above, p31.

<sup>65</sup> As above, p32.

<sup>66</sup> As above.

would not be replaced, but that a “newly strengthened” QTS route would be introduced from 2019:

Some people have suggested that QTS might be scrapped... or replaced with some vague notion of an ‘accreditation’ - let me be absolutely clear: not on my watch.

Keeping and strengthening QTS is vital. This is not about removing school freedoms. But I believe that teachers should have the highest quality qualification and what I want to see is a QTS so well regarded, so strong that school leaders will naturally want all their teaching staff to have it.

QTS should be the foundation stone for the teaching profession to build on.

And I want to strengthen it as a first step to ensuring that people entering teaching in the future join a profession that, as well as being truly valued, empowers them with access to the sustained high-quality training and development that every professional needs in the early stages of their career.

My aim is that from September 2019 we will introduce the newly strengthened QTS. And I want to work closely with the profession - including those of you here today - to shape what that will look like.<sup>67</sup>

On 15 December 2017, the DfE launched a [consultation](#) on proposals to introduce a strengthened QTS for introduction from September 2019. The consultation also seeks views on other areas, including how to support teachers at the beginning of their career, and how to improve career progression.

The consultation proposes that the current one-year induction period for newly qualified teachers (NQTs) should be lengthened to two years, and that an early-career content framework for NQTs should be introduced covering what new teachers need to know or be able to do. It adds that stronger mentoring should be provided for all new teachers and that there should be access to high-quality continuing professional development.

Under the proposals, teachers who complete ITT will have the same rights and protections as current NQTs. Salaries post-ITT will still be on the qualified teacher pay scale, and teachers in their second year will have the same entitlements to pay progression that they currently have.

The consultation does not propose any changes to ITT other than to change the name of the award granted at the end of teacher training from ‘QTS’ to ‘QTS (Provisional)’. QTS would then be awarded at the end of the longer, two-year induction period.<sup>68</sup>

The consultation closes on 9 March 2018.

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<sup>67</sup> [Justine Greening: teachers - the experts driving social mobility](#), Department for Education, 17 February 2017.

<sup>68</sup> Department for Education, [Strengthening Qualified Teacher Status and improving career progression for teachers: Government consultation](#), December 2017, pp12-13.



## 4.6 ITT pilots

In July 2017, the NCTL invited proposals from existing ITT providers to provide innovative teacher training models. Guidance stated that the NCTL wanted to support providers who will reshape their IT provision to, among other things:

1. Increase trainee supply in areas of poor teacher recruitment and retention
2. Improve the supply of newly qualified teachers to schools in greatest need
3. Tap into new applicant markets and improve teacher supply in subjects or age phases where there is a clear need.

The NCTL stated that it would support a small number of approaches through pilot schemes, with 3-year ITT allocations. It added that the pilots would aim to begin implementation in 2017 to take effect from the 2018 trainee cohort onwards.<sup>69</sup>

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<sup>69</sup> National College for Teaching and Leadership, [\*Initial teacher training: opportunity to pilot innovative approaches in the provision of ITT\*](#), 4 July 2017.

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